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ABSTRACT

Anticipated teacher shortages together with concern for increased subject matter background have contributed to the development, both nationally and in Florida, of alternative teacher preparation programs and alternative routes to teacher certification. This report includes chapters on: teacher supply and demand in the United States and in Florida; background and current status of alternative teacher certification; models from four states (New Jersey, South Carolina, California, and Florida) of alternative teacher preparation and certification programs; and status and assessment of Florida's alternative certification program for secondary teachers. Findings from this study indicate that Florida's Experimental Alternative Certification Program for Secondary Teachers has fallen short of its full potential to tap the supply of prospective teachers outside the traditional pipeline of education graduates. Although those districts that have participated in the alternative certification program expressed positive experiences, it is not considered likely that participation in the program will expand greatly as long as temporary certificates are a readily available option and as long as the design and implementation of the training component remains a district responsibility. Nine recommendations for improvement of the program are offered. (IAH)

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Teachers for Florida's Classrooms:

The Experimental Alternate Certification Program for Secondary Teachers

Report and Recommendations of the Education Standards Commission

March, 1988

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EDUCATION STANDARDS COMMISSION

TEACHERS FOR FLORIDA'S CLASSROOMS:

THE EXPERIMENTAL ALTERNATE CERTIFICATION PROGRAM FOR SECONDARY TEACHERS

MARCH 1988

FLORIDA DEPARTMENT OF EDUCATION
Betty Castor
Commissioner of Education
EDUCATION STANDARDS COMMISSION

March, 1988

The Honorable Bob Martinez
Governor: President
State Board of Education
The Capitol
Tallahassee, Florida 32399

Dear Governor Martinez:

The Education Standards Commission is pleased to submit to you, the members of the State Board of Education, and the Florida Legislature, a report entitled Teachers for Florida's Classrooms: The Alternate Certification Program for Secondary Teachers.

One of the Commission's specific duties, as assigned by Section 231.546(1)(e), Florida Statutes, is to "recommend to the state board alternative ways to demonstrate qualifications for certification which assure fairness and flexibility while protecting against incompetence." The primary focus of this report was to review the current status of Florida's Experimental Alternate Certification Program for Secondary Teachers. The findings contained in this report reflect the experiences of Florida's school districts and selected participants in the alternate certification program.

The Education Standards Commission urges the members of the State Board of Education and the Florida Legislature to carefully consider this report and to implement the proposed recommendations.

Sincerely,

Lynnl Guettler
Chairman

LGh/c

Tallahassee, Florida 32399
Affirmative action/equal opportunity employer

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EXECUTIVE SUMMARY

Nationally and in Florida, the demand for teachers has increased as a result of student enrollment gains in the public schools. There are preliminary indications that teacher supply may also be increasing in response to recent wage hikes and better employment opportunities for teachers, among other factors. Although the number of new college graduates in education has not yet increased, enrollments in teacher education programs are reported to be on the uprise nationally. In Florida, admissions to teacher education programs in the nine public institutions increased by 30% between 1986 and 1987. Over the same period, black students as a proportion of all students admitted to teacher education programs declined from 3.9% to 3%. The Commission concluded that efforts to improve teachers' salaries, working conditions and professional image must be sustained in order to yield the necessary increase in teacher supply. Furthermore, major intervention will be necessary to reverse the dramatic decline in the number of black teachers.

Implemented in all but six states in partial response to the predicted teacher shortage, alternative certification programs have generally failed to contribute, to any significant degree, to the supply of new teachers. The Commission examined alternate certification programs from three states: California, New Jersey, and South Carolina. These programs were compared to Florida's Alternate Certification Program for Secondary Teachers (see pg. 20). All four state programs have selective criteria and specify some training requirements. In South Carolina and California, alternate certification may be utilized only for state-approved teacher shortages. New Jersey and South Carolina have highly centralized, state-controlled programs for training and monitoring participants. California's and Florida's programs are district-based, preempting the role of higher education in teacher training.

The Commission sought to assess the current status of the alternate certification program in Florida by interviewing the coordinators of all eleven participating school district programs, personnel from a sample of non-participating districts, and selected program completers. In all, 51 teachers have been certified through Florida's alternate certification program since its inception in the 1985-86 academic year. In Fall, 1987, 34 participants were involved in seven school district programs.

The interview findings and study conclusions are discussed on page 34 of this report. Among them, the Commission found that utilization of the program is low primarily because arts and sciences graduates have been and may continue to be employed as teachers without necessarily completing the alternate certification program. An estimated 5,000-6,000 Florida teachers have little or no background in education. Holders of temporary teaching certificates, these individuals qualify for continued employment and certificate renewal by obtaining six credit hours toward regular certification annually. Most school districts apparently prefer this method of filling positions for which fully certificated teachers may be unavailable. The responsibility of the participating school district to establish a 90-hour training program for alternate certification participants was also perceived as a barrier to implementation of the program. In general, program coordinators and completers expressed positive results from the program, although insufficient data were available to evaluate the program's effectiveness.

Based on its study, the Commission offers the following recommendations to improve Florida's Alternate Certification Program for Secondary Teachers and increase its utilization:

RECOMMENDATION 1: The Department of Education should support the development and dissemination of a short (3-5 hour) training component for the purpose of orienting teachers with little or no professional preparation to the survival skills needed before beginning their teaching assignments. The package, a temporary intervention device, would be developed for use by alternate certification program participants as well as those teachers hired to teach under a temporary certificate who do not qualify to participate in the alternate certification program. This training component would not supplant any other required or prescribed training activity.

RECOMMENDATION 2: The Department of Education should allocate the resources necessary to collect all data components specified in State Board of Education Rule 6A-5.0752(4)(b) in preparation for the June, 1990 comprehensive evaluation called for in the statute.

RECOMMENDATION 3: State Board of Education Rule 6A-5.0752 should be amended to assign the responsibility for providing the required 90-hour training component to approved programs of teacher education by contract with school districts. Furthermore, this instructional sequence, which is based on the unique needs of beginning teachers with little or no professional preparation, should also be available for credit to other teachers employed by school districts who are non-education graduates holding temporary certificates.

RECOMMENDATION 4: Legislation on temporary teaching certificates should be amended to require all holders of the new two-year, non-renewable certificate to obtain at least six semester hours of credit in the general methods area by completing the training sequence for participants in alternate certification described in Recommendation 3. This training must be completed prior to employment for a second year.

RECOMMENDATION 5: The Legislature should fund colleges of education to develop alternate teacher preparation programs which meet the following criteria:

a. Selective admission standards which are equivalent to those required for conventional teacher education programs;

b. Curriculum that includes training in the essential competencies for beginning teachers;

c. A supervised internship; and

d. An examination that assures competency in the subject field and professional studies.

RECOMMENDATION 6: The Department of Education should implement monitoring procedures to ensure that all candidates in the alternate certification program meet the requirements of statute and rule for participation in the program, and that they receive the training and other support services approved in the district's plan.

RECOMMENDATION 7: The Board of Regents and the leadership in all institutions of higher education should develop programs in the colleges of arts and sciences to inform and encourage arts and sciences majors to take coursework leading to teacher certification during their undergraduate study.

RECOMMENDATION 8: Colleges of education should include courses designed to meet the needs of alternate certification teachers when continuing their professional development.

RECOMMENDATION 9: The Legislature should clarify its intent in regard to participation in the program by arts and sciences graduates with advanced degrees.

RECOMMENDATION 10: School districts that participate in the alternate certification program are encouraged to go beyond the minimum legal requirements and develop, in collaboration with approved programs of teacher education, a program that meets the AACTE or other acceptable criteria for an alternate teacher preparation program.

INTRODUCTION

The Education Standards Commission is mandated by Florida Statutes to conduct an annual review of manpower studies regarding teaching personnel. In fulfillment of that responsibility, the Commission has previously published two reports: Teachers for Florida's Classrooms: Meeting the Challenge, March 1986; and Minority Teachers for Florida's Classrooms: Meeting the Challenge, April 1987. Building on these two previous reports, the Commission's 1988 report begins with a brief update on the status of teacher supply/demand in the United States and Florida.

The anticipated teacher shortage predicted in the Commission's earlier studies and throughout the educational literature together with concern for increased subject matter background, have contributed to the development, both nationally and in Florida, of programs which provide alternative routes to teacher preparation and certification. One of the Commission's specific duties, as assigned by Florida Statutes 231.546(1)(e), is to "recommend to the state board alternative ways to demonstrate qualifications for certification which assure fairness and flexiblity while protecting against incompetency." The primary focus of this study, therefore, is on alternate certification programs; in particular, Florida's Experimental Alternate Certification Program for Secondary Teachers.

Established by the 1984 Legislature, the alternate certification program has fallen short of its full potential to tap the supply of prospective teachers outside the traditional pipeline of education graduates. Through this investigation, the Commission endeavored to determine what modifications could be made to improve the utilization of Florida's alternate certification program. Fully cognizant that the implementing legislation called for the Department of Education to conduct a comprehensive evaluation of the alternate certification program in 1990, the Commission limited its effort to a review of the program with recommendations for its improvement based on the experiences of Florida's school districts and selected candidates.

The Commission's underlying assumption in conducting this study was to support and enhance the Legislature's intent in designing a program that would attract arts and sciences graduates to teaching careers and expedite their entry to the profession as well as ensure high quality performance. The Commission believes that implementation of the recommendations contained in this report will further these objectives. The Commission remains convinced that Florida's education manpower policies will determine the quality of public education in the future.

UPDATE ON TEACHER SUPPLY/DEMAND IN THE U.S. AND FLORIDA

UNITED STATES

School enrollment increases in the United States have resulted in a greater demand for teachers, especially elementary school teachers. The greatest enrollment gain and, therefore, demand for teachers have occurred in the West, Southwest, and Southeast. The Northeast and Midwest have experienced overall declines in student enrollment which are likely to continue (Kaufman, 1986).

In addition to increased enrollment overall, a second factor in the higher demand for teachers is a continued increase in the number of students served in exceptional education programs. In 1976-77, 8% of public school students were identified as handicapped. In 1984-85, 11% of the student population had been so designated. The largest growth has been in the category of children with specific learning disabilities, up from 2% in 1976-77 to 5% of the student population in 1984-85 (Snyder, 1987). The growth in the number of exceptional students served in special programs is also largely responsible for the consistent trend of lower pupil/teacher ratios, since classes for exceptional students typically are smaller. The ratio of pupils to teachers in the nation's public schools was 17.9:1 in Fall, 1985, a drop from 18.3:1 a year earlier (Stern & Williams, 1986). Accompanying the surge in overall enrollment is large growth in pre-primary enrollments. In the decade between 1970-1980, enrollment in pre-primary programs rose by 19%. From 1980 to 1985, pre-primary enrollments expanded by another 20% (Snyder, 1987).

The demand for elementary school teachers is expected to continue growing through the early 1990's, increasing from 96,000 new teachers needed in Fall, 1985, to 138,000 in 1991. On the contrary, the annual demand for new secondary teachers, which has been declining for several years, is expected to drop further from 62,000 in 1985 to 38,000 in 1988, then increase annually to 86,000 in 1993 (Stern & Williams, 1986).

In a new study on teacher attrition, a factor important in determining the demand for new teachers, the Rand Corporation found that the current attrition rate for teachers was between 6 and 9% (Rodman, 1987). According to the study, this is the lowest attrition in 25 years, owing to the fact that the median age of teachers is 39 years. While the annual attrition rate for beginning teachers was found to be 20-25%, mid-career teachers' attrition rates were between 1 and 5%. The report projected a rising attrition rate over the next decade.

Clearly, the demand for teachers is increasing and there are preliminary signs that supply may also be improving. New data released by the U.S. Center for Education Statistics concluded that one-third of the new teachers hired in the early 1980's were entrants from the teacher reserve pool (certificated teachers not employed in education). The reserve pool is considered an important source of teachers to meet new demand. Additionally, the American Association of Colleges for Teacher Education (AACTE) conducted a survey of 76 member institutions that indicated that the average number of teacher education students increased by 3% between 1984 and 1985 (Rodman, 1987). Also encouraging are recent results of the annual survey of college freshmen

conducted by the American Council on Education which show an increase (from 6.2% in 1985 to 7.3% in 1986) in the proportion of incoming college students planning to become teachers (Rothman, 1987). Indirectly related to teacher supply, freshmen college enrollments do not appear to be declining, as had been anticipated.

Despite these indications that the teacher supply may be increasing to keep pace with teacher demand, the Center for Education Statistics continues to predict further declines in the number of new teacher graduates into the early 1990's (Stern & Williams, 1986). Other sources contradict the Center's predictions. The U.S. Bureau of Labor Statistics contends that a teacher shortage is unlikely because the supply of new teachers should increase sharply (Hecker, 1986). The presumed increase in the number of persons choosing to become teachers is attributed to the national educational reform movement, real gains in teachers' salaries, and the favorable job market. According to the Bureau, the teacher production rate (the proportion of bachelors degrees awarded in education) will rise from the 1985 rates of 9% of bachelors degrees to 12-17% to adequately meet the demand for new teachers and divert a teacher shortage. Emily Feistritzer (1986), another critic of teacher shortage forecasts, also argues that supply will respond to demand. She cites the large teacher reserve pool and college graduates in the arts and sciences as sources of new teachers sufficient to meet the demand. The Education Standards Commission, like most other informed sources, continues to predict the likelihood of teacher shortages because demand is far outstripping the preliminary indications of increased supply. Only if present efforts to improve the salaries, working conditions, and prestige afforded the teaching profession are maintained and intensified can an adequate supply of qualified teachers be employed to meet future needs.

In regard to the particular problem of the supply of minority teachers, no evidence exists to indicate the growing disparity between the racial composition of the student body and the teacher workforce is being reversed. In 1984, 16.2% of public school students were black, while 9.1% were Hispanic. At the same time, teachers employed during the 1983-84 school term were 8.2% black and a total of 3.3% other minorities. In AACTE's 1985 study of a sample of member institutions, only 4.6% of the teacher education students were found to be black; 2.8% were Hispanic (Rodman, 1987). In its Sixth Annual Status Report on Minorities in Higher Education, the American Council on Education noted that, "use of competency testing is screening minorities out of teaching at an alarmingly high rate at every level" (Rothman, 1987, pp. 5). Thus, while the nation's student population will have a greater proportion of minorities in the future, the teaching force will have a much lower representation of minorities, especially blacks.

FLORIDA

In Florida, student enrollment has continued to expand by 2-3% annually. In Fall, 1987, 95,857 classroom teachers were employed, and 1.66 million students were enrolled in the public elementary and secondary schools of the state. In preliminary versions of the Florida Department of Education's Sixth Annual Teacher Supply and Demand Report, a 7.8% increase in teacher vacancies between Fall, 1985 and Fall, 1986 was reported (Note 1). Of these vacancies, 12.5% were unfilled, or filled by teachers not appropriately certificated as

of October 1st of the school year. In August, 1987, the State Board of Education designated the fields of emotionally handicapped, science, mathematics, English, and foreign languages as critical teacher shortage areas (Note 2). Of these, teachers of the emotionally handicapped were in the greatest shortage, as gauged by the percentage of vacancies remaining unfilled. Small increases in the supply of new teacher graduates occurred in mathematics and science. Of 67 school districts, 11 had 20% or more vacancies unfilled or filled by out-of-field teachers as of October 1, 1986. Although teacher education institutions surveyed for the report projected a 17% increase in graduates for the future, in the past, these projections have tended to exceed the actual number of graduates by as much as 18 percent. The Department concluded that the projected supply of teachers falls far short of the anticipated demand (Note 3).

In the nine public institutions of the State University System (SUS), bachelors degrees awarded in education totaled 2,154 in the 1986-87 academic year; a teacher production rate of 10% (Note 4). While this is a reduction from the 2,337 education degrees awarded in 1985-86 (see Figure 1), it represents a slightly higher proportion of the total bachelors degrees awarded. Of the education degrees, 6% were awarded to black recipients and 6% were awarded to Hispanics. This represents a continued decline in the proportion of education degrees awarded to black students by public institutions from 8.8% in 1984-85 and 7.4% in 1985-86. In contrast, Hispanic representation among the education degree awards increased from 4.2% in 1986-87 (see Table 1). Florida A & M University continued to be the institution producing the most new black teachers, awarding 69 bachelors degrees in education to black recipients: 57% of all new black teachers.

Table 1

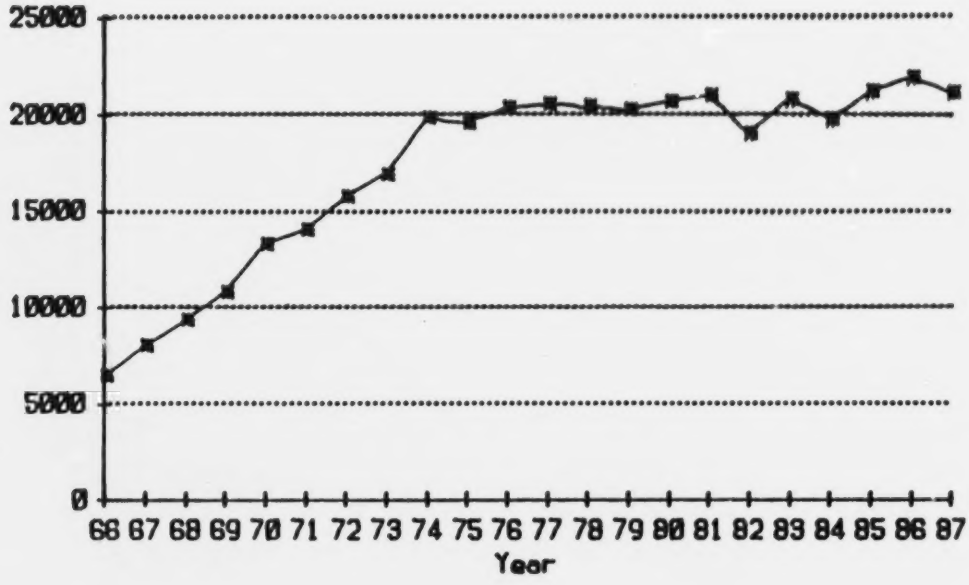
Bachelors Degrees In Education
Awarded by Public Institutions in Florida
By Race

Year	Total # of degrees	Blacks #	Blacks %	Hispanics #	Hispanics %	Minority Total #	Minority Total %
1984-85	2367	208	8.8	108	4.6	316	13.4
1985-86	2337	172	7.4	95	4.2	267	11.4
1986-87	2154	122	6.0	123	6.0	245	11.3

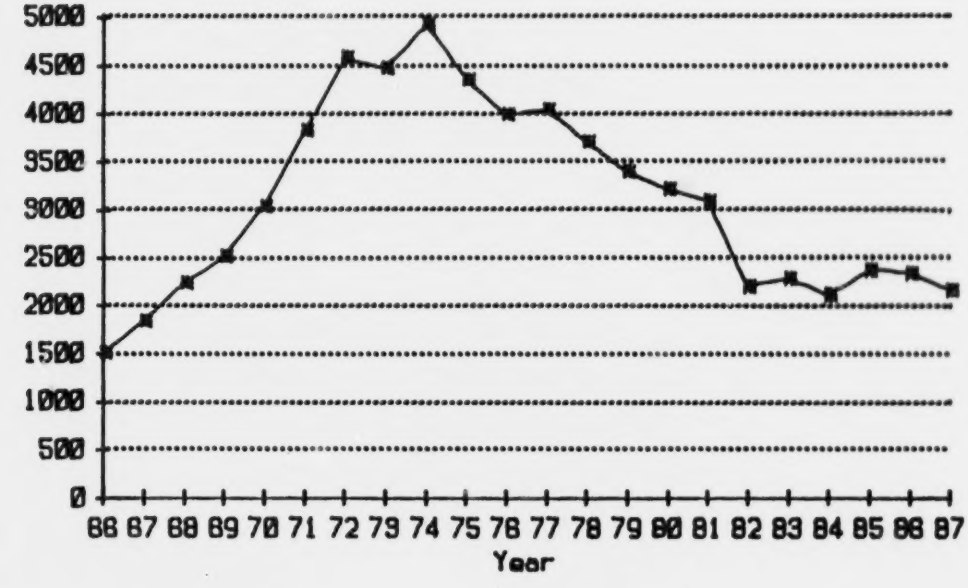
Source: Postsecondary Completions Report, Part A & B of Integrated Postsecondary Education Data System.

The State University System also reported a 30% increase in the total number of students admitted to teacher education programs from 2,512 in 1985-86 to 3,289 in 1986-87 (Note 5). Likewise, the number of minority students admitted to teacher education programs rose from 165 to 228. Despite these gains, however, there has actually been a decrease in the proportion of black student admissions to teacher education. In 1985-86, 98 black students

FIGURE 1



A. Total number of bachelors degrees awarded, all fields.



B. Total number of bachelors degrees awarded in education.

were admitted to teacher education programs in the State University System; 3.9% of all admissions. In 1986-87, 101 black students were admitted to teacher education programs, constituting only 3% of the total. Thus, black representation among newly admitted teacher education students in the State University System actually declined by almost a full percentage point in one year. Furthermore, overall minority representation dropped from 10.4% of newly admitted teacher education students in 1985-86 to 10.0% in 1986-87.

Although most of the nine institutions in the system increased the number of minority students admitted to teacher education from 1986 to 1987, Florida Atlantic University and the University of Central Florida admitted fewer black and other minority students in 1986-87 than in 1985-86, despite growth in total admissions. The University of North Florida reported an increase in admissions in other minorities, but a 50% decrease in the number of black admissions. Of particular concern is the fact that Florida A & M University, which has traditionally produced the largest number of black teachers in Florida, is the only institution which showed an actual decrease in overall admissions to teacher education, with a consequential decrease in black admissions.

Florida's minority student population is growing as a proportion of overall enrollment, but Florida's teaching force is declining in minority representation, especially for blacks. In Fall, 1987, 35% of the public school enrollment in Florida were minority students; 23.6% black and 10.1% Hispanic (Note 6). These figures are higher than a year earlier. Over the same period of time, the percentage of black teachers in the state fell from 16% to 15.4%.

In summary, there are positive indications that more college students in Florida are choosing to prepare for teaching careers, but it may be a year or two before this trend actually yields a greater supply of new teacher graduates. The major focus of the Commission's 1987 report, the problem of an inadequate supply of black teachers is apparently growing worse. The Commission strongly urges that immediate, major intervention be activated to avert a critical shortage of black teachers in Florida.

ALTERNATIVE TEACHER CERTIFICATION: BACKGROUND AND CURRENT STATUS

The certification of teachers is the state's mechanism for assuring the public that individuals hired to teach in the public schools have met minimum requirements of preparation before assuming responsibility for a classroom (American Association of Colleges for Teacher Education [AACTE], 1985). Typically, these requirements include a baccalaureate degree, coursework in education, and a supervised internship. When fully certificated teachers are not available, virtually all states have provision for the issuance of "emergency" (or, in Florida, "temporary") teaching certificates. Although many states require a baccalaureate degree and impose restrictions on the use of these emergency certificates, some do not (Ashburn, 1984). Obviously, when a teacher shortage exists, many more emergency certificates are issued.

The current national interest in educational quality has made the use of emergency certificates particularly objectionable. At the same time, there are critical teacher shortages in mathematics, science, and exceptional student education. Some localities have difficulty hiring qualified teachers in other fields as well. Furthermore, studies published in the past decade reported a decline in the academic performance of education graduates which led to the widespread perception that the quality of teaching in public schools had declined (Schlecty & Vance, 1981; Weaver, 1979; 1981). These conditions have given rise to the adoption by state policy makers of alternative models for the certification of teachers. These models were recommended in numerous educational reform studies and proposals published in recent years (Ashburn, 1984).

Since 1983, all but six of the states have adopted some kind of alternative path to teacher certification (AACTE, 1987). Although the programs vary considerably, they can be characterized by a significant departure from the traditional model of undergraduate teacher education delivered by colleges and universities. Typically, they compress or eliminate education course requirements and substitute a full-time teaching position, with additional supervision, for the traditional clinical internship. This is in contrast to alternative teacher <u>preparation</u> programs, which, as defined by the American Association of Colleges for Teacher Education (1985), differ with respect to target audience, training design and length.

The particular components of alternative certification programs vary according to the purposes and assumptions undergirding the development of the program (Roth, 1986). The purpose of some programs is to provide a better alternative to emergency teaching certificates in areas of critical teacher shortage. In this case, verification that a qualified teacher cannot be found is required before an individual may participate in the program. Other programs are designed to attract arts and sciences graduates to teaching careers. The underlying premise in these programs is that talented persons with arts and sciences degrees are not likely to enroll in education programs and are unwilling to spend the time necessary to obtain teaching credentials in the traditional mode. Some programs assign the responsibility for training teacher candidates to the local school district, completely bypassing the customary role of the college or university in teacher education. The assumption in these programs is that it is preferable for teacher candidates

to obtain practical, on-the-job teaching experience than to study educational theory in a college classroom. Clearly, with the exception of programs designed only to provide teachers in critical shortage areas, other models of alternative certification programs appear to be based on negative perceptions about college teacher education programs.

Although alternative certification programs were established from concern over the supply of teachers, quality issues regarding adequate subject matter preparation and academic performance of new teacher graduates also contributed to their creation. Whether or not teachers certified by these new alternative routes will perform as well as traditionally trained teachers is an open question. Most of the current programs have only been in effect for two or three years and comprehensive, objective evaluations of teaching effectiveness are lacking. Other indicators of the acceptance of alternative certification programs are quite evident. Almost everywhere, the programs are growing in participation. A U.S. Department of Education study of twelve such programs conducted in the 1986-87 academic year concluded the programs were attracting well-educated candidates with a genuine, long-term interest in the profession and, according to their supervisors, the candidates' teaching skills were at least as good as those of education graduates. The study also found that, contrary to expectations, alternative certification programs had not been successful in significantly boosting the teacher supply (Policy Studies Associates, 1987).

MODELS OF ALTERNATIVE PREPARATION AND CERTIFICATION PROGRAMS

The American Association of Colleges of Teacher Education (AACTE) makes a clear distinction between alternative teacher preparation programs and alternative teacher certification programs. The former provide an alternative to traditional teacher education without altering standards while the latter reduce requirements and provide a short-cut to teacher certification (1985). Alternative preparation programs, which are endorsed by the organization, "prepare prospective teachers from non-traditional backgrounds...to meet the same standards that are established for others who enter the profession" (p. 24). Alternative certification programs, on the other hand, are vigorously opposed by AACTE and the National Education Association because, in their view, these programs:

1. Deny the importance of professional knowledge and skills in teacher effectiveness (Hazlett, 1984);

2. Represent a contradiction in policy since higher standards for admission to teacher education have been promulgated at the same time that these programs permit individuals to side-step the new standards (Wise, 1986); and

3. Do not provide sufficient depth of knowledge upon which to base instructional decisions (Descamps & Klingstedt, 1985).

Furthermore, there is a growing conviction among educators that high standards for entrance into the teaching profession ultimately alleviate shortages (Sedlak & Schlossman, 1986).

The AACTE identifies the following components as recommended components of a teacher preparation program:

"1. Selective admission standards including, but not limited to: (a) baccalaureate degree (b) assessment of subject matter competency (c) assessment of personal characteristics and (d) communication skills;

2. A curriculum that provides candidates with the knowledge and skills essential to the beginning teacher;

3. A supervised internship in which candidates demonstrate competency; and

4. An examination that assures competency in the subject field and in professional studies."

Some state alternative certification programs meet the AACTE's prototype for alternative preparation programs, but most do not. Generally, they depart from the AACTE model in not providing a supervised internship, although most substitute actual full-time teaching experience under the supervision of a mentor teacher. A prerequisite for participation in most alternative certification programs, including Florida's, is employment as a teacher.

College and university teacher education programs have developed models that meet the AACTE criteria, but they are not widespread. Florida State University has a newly approved program in the college of arts and sciences whereby students may earn a degree in science or mathematics teaching. In 1984, the Gadsden Demonstration Models Project, in conjunction with Florida A & M University, developed a master's in teaching degree program which engaged college graduates in a district-based, 18 month-long program of study and paid, supervised teaching. The United Teachers of Dade and the Dade County Public Schools jointly developed the Teacher Recruitment and Internship Program (TRIP), in conjunction with the University of Miami. After five semesters of study, individuals without prior background in education who are employed as first year teachers may obtain a master of science degree and regular professional certification. The program was initially planned with the assistance of a grant obtained from the American Can Company. The University of Florida's Pro-Teach program is a master's degree program for individuals aspiring to become teachers who hold degrees in teaching fields.

For purposes of comparison to Florida's Experimental Alternate Certification Program for Secondary Teachers, alternative certification programs from several states are described in the following narrative. These particular programs were selected because of their diversity and because they are geographically representative. At the conclusion of this section of the study, components of these programs, together with Florida's, are summarized in a chart to facilitate analysis.

NEW JERSEY

One of the few programs open to elementary as well as secondary teacher candidates, the New Jersey Provisional Teacher Program was initiated in 1985-86, in conjunction with a host of other education reforms. Among these was a boost in the minimum beginning teacher salary to $18,500 and the elimination of all other forms of emergency certificates for secondary subject areas.

A candidate is required to have earned a bachelor's degree with thirty credit hours in the assigned field, pass a subject matter competency exam in the assigned field, and be accepted by a school district on the basis of screening for background and personal characteristics (Cooperman & Klagholz, 1985). The training component of the programs is delivered in three phases. Phase I consists of 80 hours of instruction and a 20 day supervised internship. The candidate may not take full responsibility of a class until Phase I is satisfactorily completed. Phases II and III consist of the remaining 120 hours of instruction and a full year of satisfactory teaching with the supervision and support of a four person team. The instruction is provided in 12 regional centers throughout the state and delivered by institutions of higher education under contract with the Department of Education. The curriculum is based on skills and attitudes essential to beginning teachers as identified by a special panel appointed by the New Jersey Commissioner of Education and chaired by Dr. Ernest Boyer, former U.S. Commissioner of Education (New Jersey State Department of Education, 1984).

The provisional teacher pays a fee of $1,350 to participate in the program. Of this, $450 pays the cost of instruction and $900 pays the cost of supervision. The mentor teacher receives $400 for the required full-time supervision of the provisional teacher for the first month of employment and $500 for the supervision given during the remainder of the year. Two unique features of the New Jersey program, made possible by grants from the Geraldine R. Dodge Foundation, are extensive recruiting and fellowship awards. The State Department of Education has recruited candidates from 105 institutions throughout the country. Fifteen fellowships a year have been awarded to the best candidates to pay costs of participating in the program and further graduate study (Note 7).

The results of the New Jersey program have been impressive. Over 5,000 individuals applied to participate; of these a total of 711 were accepted. In 1985-86, 193 provisional teachers were hired. In 1986-87, this number grew to 303. By September 1987, 215 provisional teachers were participating in the program. Because many teachers are hired throughout the school term, the total number of participants for the 1987-88 year is expected to be much higher. This group comprised 18.2% of all new hires in 1987 (New Jersey State Department of Education, 1986; 1987). The candidates have tended to be in their late 20's or older and 20% have been members of minority groups. Almost half of the provisional teachers have graduated from college with honors. The mean score of this group on the National Teacher Examination is considerably higher than the state average.

In the first year, half of the provisional teachers were in the areas of math and science, but in 1987, the greatest number were elementary teachers. Still, the second and third largest number of teachers were science (18.5%) and math (15.5%). To date, 98% of the participants have satisfactorily completed the program and attrition rates have been significantly lower for this group than for other beginning teachers. In 1985-86, 10.6% of the provisional teachers and 16.6% of other beginning teachers terminated employment. In 1986-87, the provisional teachers' attrition rate was 8% compared to 15.8% for other first year teachers.

SOUTH CAROLINA

Participation in the Critical Needs Conditional Teacher Certification Program in South Carolina is restricted to individuals with degrees in areas of critical teacher shortage as determined by the State Board of Education. For 1987-88, that designation included mathematics, science, media, and foreign languages (Note 8).

To participate, an individual must hold a baccalaureate degree in one of the critical shortage areas, pass the subject matter section of the National Teacher Examination and be employed by a school district. Candidates meeting these criteria obtain a conditional certificate which may be renewed annually for not more than three years, provided that the candidate remains employed and demonstrates satisfactory progress toward completion of the teacher certification program prescribed by the state board (Graham & Million, 1985).

Instruction for all participants is provided by Winthrop College and begins with an intensive two week institute on campus which includes knowledge and skills with practice in effective teaching techniques. Following the

institute, candidates begin their full-time teaching assignment and participate in eight full-day monthly seminars to continue pedagogical instruction. Three satisfactory evaluations on the Assessment of Performance in Teaching, a full year of teaching, and being hired for a second year are all requirements for completing Phase I of the program, after which three hours of undergraduate college credit are awarded if the conditional teacher pays the tuition charges.

The second phase begins with two additional weeks of college training on campus followed by visits and observations in the home school by college staff and a one-day seminar. At the end of this phase, the candidate may receive six hours of graduate credit. Only those candidates who remain in full time public school teaching and complete three additional graduate courses within the three year limit of their conditional certificate receive full certification. Thus, the program takes three years to complete and differs from traditional teacher preparation only in modification of the internship and intensiveness of the instruction (Note 9).

By Fall, 1987, 142 candidates had entered and remained in the program. They represent 74% of the initial group of prospective teachers. South Carolina estimates that it costs $3,000-$4,000 in state funds for each completer (Note 8). The state has issued no new emergency teaching certificates since initiating the program.

CALIFORNIA

The California Teacher Trainee Certificate Program, in existence since 1983, was part of the Hughes-Hart Educational Reform Act, which encompassed a large number of other reforms as well (Oliver & McKibbin, 1985). This year, the Legislature expanded the program to include elementary and bilingual education teachers as well as the shortage areas of mathematics, science, and English (Note 10).

To qualify, an individual must possess a baccalaureate degree in the subject assigned and obtain a passing score on both the California Basic Educational Skills Test and a subject matter exam. In order to participate in the program, California school districts must verify that fully qualified teachers are not available and consult with an institution of higher education to formulate a professional development plan for each trainee (Roth & Lutz, 1986). The plan is based on the diagnosis of the trainee's strengths and weaknesses by an administrator and mentor teacher. The plan also includes a description of courses to be taken, preservice activities and resources to be utilized and must be submitted to the California Commission on Teacher Credentialing. The teacher trainees who satisfactorily complete the program receive regular teaching certificates at the end of two or three years. A total of 300 teachers have completed the program.

Similar to Florida's program, California's program is district-based, and most school districts have chosen not to participate. Because no state funds are provided to implement the program and emergency teaching certificates are still available, only the largest districts have allocated the resources necessary to implement the program. The Los Angeles Unified School District, one of the nation's largest, alone accounts for 96% of the teacher trainees certified through the program.

The State's Commission on Teacher Credentialing recently completed an evaluation of the program which compared the teaching performance of the second year teacher trainees with traditionally prepared second year teachers and emergency certificate holders. The teacher trainees were found to be at least as effective as the education graduates (Commission on Teacher Credentialing, 1987).

FLORIDA

Florida's Experimental Alternate Certification Program for Secondary Teachers was first implemented in the 1985-86 school term. The requirements for participation include a baccalaureate degree in the assigned field with at least thirty semester credits in the major, a 2.75 overall grade point average, and a passing score on a subject area examination. Participants must also obtain a one year Florida temporary teaching certificate and be employed to teach by a Florida school district.

In order for a school district to recommend to the state for certification prospective teachers through this program, the district must submit a modified beginning teacher program to the Department of Education for approval. The modified plan must provide for intensive preservice training in classroom management, student evaluation, and determining instructional strategies, totaling at least 90 hours. The instruction may be delivered by a college or university, but the decision to consult or contract with an institution of higher education is made by the local school district. The Florida Department of Education has supported the development and dissemination of instructional packets in the three areas of required training as well as a clinical education series for supervisors.

The candidate must complete the modified program as well as the state's Beginning Teacher Program. Florida's Beginning Teacher Program provides continued professional development, support and supervision throughout the first year of teaching. Successful completion requires a satisfactory evaluation on a state approved performance measurement system which assesses teaching performance according to indicators of effective teaching. Supervision is provided by a team comprised of a peer teacher, administrator and district or college supervisor. In addition, the candidate must also attain a passing score on the Florida Teacher Certification Examination, as do all recipients of the regular professional certificate.

In Florida, a total of 51 candidates have completed the program since its inception in 1985-86 (Note 11). In Fall, 1987, 34 participants were included in seven school districts. A total of eleven of the 67 districts in the state have approved plans for participation in the program (Note 12).

TABLE 2. Characteristics of Selected Alternative Certification Programs

Program Component	New Jersey	South Carolina	California	Florida
Candidate Requirements	Bachelor's degree, with 30 credit hours infield, pass subject area competency exam, pass district screening and be employed	Bachelor's degree in critical teacher shortage area as defined by SBE, pass subject matter exam on NTE, be employed	Bachelor's degree in field, pass California Basic Education Skills Test, pass subject matter exam, be employed	Bachelor's degree with 30 credit hours infield, 2.75 overall GPA, pass subject matter exam, obtain temporary certificate, be employed
Evidence of Shortage Required	No	Yes	Yes	No
Required Instructional Components	200 total hours	Equivalent to 18 credit hours required for regular certificate; mode of delivery differs	Determined by local school district in formulation of professional development plans for each participant	90 hours
Delivery of Instruction	By institutions of higher education under contract to DOE in 12 regional centers	By Winthrop College for all candidates	Determined by local school district - must consult with institutions	Determined by local school district - may contract with institutions
Supervision	By four member support team	By college trainers and administrator	By mentor teacher and administrator	By Beginning Teacher support team
Program Length	1 year	3 years	2-3 years	1 year
Pre-Classroom Preparation Required	80 hours and 1 month internship	2 week institute on campus	Optional - at discretion of local district	Required in rule, but not delivered in practice
Cost to Participant	$1,350.00 for instruction and supervision	Tuition charges paid by by conditional teacher if credit desired	None, except as specified in plan	None
State Support Provided	None	$3,000.00 per completer	None	$900.00 per participant

SUMMARY AND CONCLUSIONS

The four state models featured in Table 2 and described in this report represent the diversity of programs that exist nationwide. All four of these programs have selective criteria for admission that generally meet the AACTE standard for alternative preparation. Florida is unique among them by requiring stronger than average academic records. Additionally, all programs specify some training requirements; South Carolina's and New Jersey's are equivalent to those for regular certificates. The programs in California and Florida are district based, preempting the historical role of higher education in teacher training. In South Carolina and California, alternate certification programs may only be utilized when fully certificated individuals are not available. New Jersey and South Carolina have highly centralized programs that are closely monitored at the state level. New Jersey and California have conducted regular evaluations of the programs which include an assessment of the quality of participants and collection of longitudinal data.

None of these four state programs entirely meets the AACTE criteria standards for alternative teacher preparation programs. South Carolina closely approximates the AACTE model in that the same standards for regular certification hold for the alternate program candidates, but an internship is not required. New Jersey meets the criteria in requiring a limited internship, but condenses the course requirements for provisional teachers. It would appear, therefore, that teacher education programs should exercise initiative in developing adequate alternative preparation programs; those promulgated by policy makers have tended to be alternative certification programs.

FLORIDA'S EXPERIMENTAL ALTERNATE CERTIFICATION PROGRAM FOR SECONDARY TEACHERS

BACKGROUND AND CURRENT STATUS

Several national reports on educational reform recommended the formulation of alternative paths to teaching careers (Ashburn, 1984). Among the most influential in the development of Florida's program was the Southern Regional Education Board's Task Force on Higher Education report, The Need for Quality (1981) in which modified certification requirements were called for in order to accommodate arts and sciences majors in secondary teaching positions. In 1984, the Postsecondary Education Planning Commission (PEPC) published a study of colleges of education in Florida. A major recommendation of that study was the development of an alternate certification program to enable arts and science graduates to teach in secondary schools. The recommendation detailed a comprehensive plan for evaluation of the program following six years of implementation. Following the 1984 session of the Legislature, the recommendation became law and in May, 1985, State Board Rule 6A-5.0752, FAC was approved.

In 1985-86, a total of 12 candidates completed the program in two school districts. In 1986-87, a total of 39 candidates completed the program in seven school districts. During Fall, 1987 there were 34 participants enrolled in the program in seven school districts. Plans have been approved for Brevard, Dade, Gadsden, Pinellas, Suwannee, and Volusia school districts. Broward, Martin, Okeechobee, Palm Beach, and St. Lucie counties have a program approved in cooperation with Florida Atlantic University known as the Southeast Florida Alternate Certification Consortium. Thus, a total of eleven school districts have approved programs, although four do not currently have participants. In fact, Pinellas and Okeechobee school districts have never utilized the program. In all, 51 new teachers have been prepared through Florida's alternate certification program. In comparison, there were 8,158 new teachers hired by Florida school districts in the Fall, 1986 (Note 3). The Department of Education issues approximately 15,000 first-time temporary certificates annually. Although a large number of these are issued to teacher education graduates[1], at least a majority, by conservative estimates, are issued to individuals who have not met professional education requirements. Another 8,000 to 9,000 temporary certificates are renewed annually (Note 13); thus, it is conceivable that 5,000 to 6,000 Florida teachers have little or no background in education. In contrast to the number of new hires and temporary certificates, alternate certification in Florida has not contributed substantially to the supply of new teachers in the state, a finding which is consistent with national studies on alternate certification. When compared, however, to the extent of participation in the three alternate certification programs of other states highlighted in the previous section of this report, Florida's low level of participation appears to be problematic.

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[1]In Florida, an otherwise qualified beginning teacher cannot receive a regular, professional certificate until he/she completes the Beginning Teacher Program and passes the Florida Teacher Certification Examination.

ASSESSMENT OF THE PROGRAM

It is because of the Education Standards Commission's unique responsibility to recommend alternative paths to certification [231.546(1)(e), Florida Statutes], as well as recognition of the Commission's role in evaluating the alternate certification program (PEPC, 1984) that this study was undertaken. The purpose of the study was to review the status of the alternate certification program in Florida and to make recommendations to increase the use of the program.

In order to assess the current status of the program, telephone interviews were conducted with all school districts which have approved plans on file in the Department of Education, selected program completers, and a random sample of districts that have not submitted a plan for participation. Since the Department of Education is charged with conducting a comprehensive evaluation of the program in 1990, the Commission restricted its study to the perceptions and experiences of school district personnel who have and have not participated in the program as well as those of selected program completers. There are insufficient data to compare the academic or teaching performance of the Florida alternate certification program completers with other beginning teachers in the state, therefore, the Commission did not endeavor to conduct a comprehensive evaluation of program effectiveness. The information gleaned from these individuals and formulated into program modifications can result in a program that is more widely used to attract and prepare arts and sciences graduates to teach in the secondary schools of Florida.

Survey of Participating Districts

Telephone surveys were conducted during the week of November 16-24, 1987 with the coordinators of the alternate certification programs in those eleven districts with approved plans, although two of these districts have not participated in the program. The results of the survey are reported after each of the questions asked, as follows.

1. **How many participants and completers did you have in the program for 1985-86? 1986-87? How many are participating now?**

School District	1985-86	1986-87	1987-88*
Brevard	0	8	4
Broward	0	7	4
Dade	4	19	19
Gadsden	7	1	0
Martin	0	2	2
Okeechobee	0	0	0
Palm Beach	0	1	2
Pinellas	0	0	0
St. Lucie	0	0	2
Suwannee	1	0	1
Volusia	0	1	0
	12	39	34

*More participants may be added in the second semester

2. What specialization areas do they represent?

Because several districts had a change in personnel coordinating the program, the districts could not readily report accurate data on participants' teaching fields. Based on the districts who did report, the teaching fields of the participants were broadly representative of many secondary subject fields including drama, business education, social studies, computer math, physics, biology, English, foreign language and emotionally handicapped.

3. How many of the program completers are still teaching?

Since several of the districts did not conduct a formal follow-up, complete information was not available.

4. Does your district require qualifications for participation beyond those enumerated in SBE Rule 6A-5.0752?

No district exceeded the requirements of statute or rule. Coordinators reported that the requirements excluded a large majority of interested teachers, but the coordinators did not favor lowering them.

5. Why did your district decide to participate in the program?

All coordinators reported that their districts employed persons who were non-education majors holding a temporary certificate and sought a way to obtain a regular certificate for them. The alternate certification program presented an attractive option in that it achieved in one year what ordinarily takes three years under the course-by-course route.

Brevard and Martin Counties reported a unique opportunity in their community to tap persons of unusual technical expertise associated with private business or government installations. Dade County implemented the program in hopes that it would reduce the high attrition rate associated with the non-education majors hired to teach in their district.

Pinellas and Okeechobee school districts had submitted plans to participate because they anticipated severe shortages in some areas, but have been able to locate a sufficient number of certificated or certifiable individuals.

6. What is the district's policy in regard to hiring non-education graduates?

All districts reported that individuals were required to be certificated or certifiable, but in most districts, those who were not education graduates could compete for positions with a regular professional certificate holder as long as they could obtain a temporary certificate. Several of these districts had screening and interview systems which awarded more points for education training.

7. Do participants have a reduced teaching load or full-time supervision at any point in the program?

No district reported reduced teaching loads for participants, nor full-time supervision similar to that afforded in an internship.

8. Who delivers instruction for the participants? When? Where? How many total hours are provided?

Brevard and Volusia Counties - Stetson University formulated the curriculum, but sometimes it is delivered by the district if the number of participants is too small for a class. The group meets for three weeks in the summer and, in Brevard County, for three hours a week during the year.

Dade County - The University of Miami, Florida International and Barry Universities collaborate to deliver instruction on campus for fifteen Saturdays, eight hours each.

Gadsden County - This program was part of the Gadsden Demonstration Models Project and funded by the Florida Institute of Education. Florida A & M University delivered a master of science in teaching program that required 18 months to complete. All eight participants met regular certification requirements, but only three completed the degree requirements. The program has been discontinued.

Broward, Martin, Okeechobee, Palm Beach, and St. Lucie Counties - These districts participate in the Southeast Florida Alternate Certification Consortium, spearheaded by Florida Atlantic University (FAU). Participants meet on campus for three hours each week throughout the school year. In addition to the supervision provided in the Beginning Teacher Program, participants are assigned a clinical educator who has received training in clinical education by FAU. The participant may choose to pay tuition charges and earn six graduate credits for the coursework and three additional credits for the practicum.

Suwannee County - The instructional component was delivered at the school site by a building administrator using the state-developed modules.

In most cases, the instruction was delivered after teaching duties began. Districts reported that the participants were frequently hired a day or two before the beginning of the school term, and throughout the year. Under those circumstances, training would need to be completely individualized and a substitute teacher would need to be employed. These conditions proved impractical.

9. As program coordinator, what is your personal opinion of the quality (teaching effectiveness) of these teachers compared to beginning teachers who are graduates of education programs? What is the perception of others in your district? (principals and supervisors)

Six of the nine program coordinators reported it was their opinion that the alternate certification teachers appeared to be as effective as education graduates, but no evaluations or other hard data were available to substantiate this claim. Three withheld judgment because they felt it was too early to tell. The same six coordinators reported that principals and supervisors were likewise satisfied with the performance of the alternate teachers. Indeed, several of the coordinators described the alternate certification teachers as motivated and enthusiastic, receptive to assistance and possessing a good command of the subject matter.

10. What changes, if any, would you recommend in the alternate certification program?

Eight coordinators reported that colleges or universities should deliver the instructional component. Three coordinators preferred having this decision made at the district level. Several of the coordinators expressed the need for the instruction to be delivered in a manner convenient to full-time teachers and specifically tailored to the particular needs of beginning teachers with no prior background in education.

All of the coordinators reported that the 90 hours of instruction required by the Department of Education and a year for program completion were adequate. Most coordinators believed the program would be improved if some instruction could be delivered before the teachers commence teaching, but this proved impractical in most districts.

In regard to the amount of state funds available to implement the program, five coordinators reported that the monies provided were sufficient to provide training, while four coordinators thought a greater sum was needed.

Other suggestions for improvement of the program were made as follows:

1. Making the determination on an individual's qualifications to participate is difficult. More assistance is needed from the Department in this area.

2. The state should provide more training for clinical educators. The modules developed for training are excellent, but they require too much time to complete.

3. In its promotion of the program, the state should make it clear that participation is limited only to those teachers who are employed in a school district. Perhaps the program should not even be marketed to "outsiders"--results in too many inquiries of small districts.

In general, the coordinators felt the program met a need in their districts and did not need revision. They all desired its continuation in its present form.

Interviews with Completers of the Alternate Certification Program

There are seven active alternate certification programs in Florida. The coordinators of the five districts with the largest programs were asked to recommend two teachers who had previously completed the program for interview purposes. The interviews were conducted by telephone between December 1-11, 1987. A total of nine teachers were interviewed; six taught high school, two were middle school teachers, and one was assigned in a junior high school. Three were science teachers, two were social studies teachers, two were drama teachers, one taught business education, and one taught mathematics. Most of the teachers were in their second year of teaching, but two were in their third, having entered the program in their second year. Results of the interviews are reported for each of the questions asked.

1. How did you learn about the alternate certification program?

Four of the teachers had learned about the program from the district's central office; three teachers from the personnel office, and one teacher from the district's beginning teacher program coordinator. Two teachers received initial information about the program from their school principals, while two others had learned of the program by "word-of-mouth" through friends. One teacher had been informed about the program by a college professor.

2. Why did you decide to participate?

Most of the teachers indicated that the alternate certification program represented a much more attractive option than the standard course-by-course route because they could complete in one year what would have otherwise taken three and did not have to pay tuition costs. Several interviewees also expressed views that the support of a peer group and more relevant, practical instruction were preferred features of the alternate certification program.

3. Did you ever consider a teaching career while in college? Why did you choose not to major in education at that time? Why did you choose to become a teacher now?

Only two of the nine teachers interviewed had considered a teaching career during undergraduate studies. Five of the seven teachers who had not considered teaching said that at the time of their undergraduate work they did not have an interest in the profession or preferred not to work with teenagers; the remaining two reported a rebellious motive in choosing not to major in education, having come from a family of teachers. The interviewees turned to teaching when other career plans did not work out. One teacher chose a career in education after retirement from the military.

4. How effective do you believe the instruction offered in the program was in preparing you to become a teacher?

The teachers interviewed reported that the instruction provided in the alternate certification program was very effective in preparing them to become teachers. Many favorable comments were received about the relevancy of the instruction provided in the program to the daily work of a beginning teacher, particularly one with little or no background in education. The curriculum content was considered very useful and helpful. The support of other beginning teachers in the program was also seen as very helpful. Two teachers who had completed the beginning teacher program prior to entering the alternate certification program expressed the opinion that the latter should be completed first, which is the sequence set forth in statute and rule.

5. How effective was the supervision you received in the program in preparing you to become a teacher?

All interviewees responded that the supervision received in the alternate certification program was very effective in preparing them to become teachers.

6. Do you like teaching as a career? Do you plan to continue teaching? Do you intend to pursue graduate study in education?

All nine of the teachers said they liked teaching and intended to remain in the profession. Six said they were considering graduate study in education; two were considering graduate work in their subject fields.

7. What suggestions would you offer for improvement of the alternate certification program from the participant's point of view?

There were few suggestions for program improvement; most were related to scheduling of the instruction. Some teachers suggested more frequent meetings; twice rather than once a week. Others preferred evenings to Saturdays, while still others suggested scheduling all the instruction during the summer. No teacher suggested lengthening the program, but all felt that some training prior to their first assignment in a classroom would be very helpful.

Survey of Non-Participating Districts

Telephone surveys were conducted with 19 school districts not implementing the alternate certification program. Fifteen personnel directors and four staff development directors were surveyed. Large, medium, and small districts were selected from each of the five Department of Education reporting regions. The questions and a summary of the district personnel directors' and staff development directors' comments follow.

1. **Are you aware of the Experimental Alternate Certification Program for Secondary Teachers as authorized by State Board of Education Rule 6A-5.0752?**

All districts reported hearing of the alternate certification program, however, many persons indicated knowing little about it except from reading the law or having heard about the Florida Atlantic University program at a 1986 Personnel Directors' meeting. In some instances, those persons surveyed were only aware that this was another way to certify teachers, but did not know the specific requirements.

Three districts indicated that there is a need for more direction from the state, perhaps offering regional awareness and training sessions on designing the program, assigning supervisory personnel, correlating with the Beginning Teacher Program, and specifying the training needed by participants.

2. **Did your district consider this program for implementation? Why or why not?**

Nine districts considered the program; ten districts have not considered the program at this time. The reasons for not implementing the program include:

- They have not considered the program and there are no immediate shortages (except in exceptional education classes) in twelve of the districts surveyed;
- For the few teachers who would qualify to participate, the cost for both personnel and TEC hours is not justified;
- The requirements for participant training, which would come through the Beginning Teacher Program (BTP) and the TEC, is vague and without specific direction from the state;
- The program is too expensive;
- It is easier to place teachers on a temporary certificate and have them go through the required certification program for their academic area; and
- District and school level personnel (including principals) are already over-burdened. The majority of the small and middle sized districts indicated this was a strong impediment to implementing the program.

Five districts indicated that, in the future, this might be a good way to certify teachers in a shorter time than requiring them to take 20-36 hours at a teacher training institution.

Three districts thought that, in the future, this program might be advantageous for recruiting minorities, retiring military personnel and males into teaching and, eventually, into school administration.

3. **Under what conditions does your district employ non-certificated teachers? What safeguards do you use to "protect the public interest" when hiring teachers under these conditions?**

Very few districts have had to employ non-certificated teachers except in performing arts, vocational courses or speciality programs such as occupational therapist. All districts indicated that teachers are required to have a temporary certificate, complete the Beginning Teacher Program, pass Florida Teacher Certification Examination and take six credit hours a year to complete certification requirements.

Exceptional students education (ESE) shortages were most often indicated as a critical shortage area.

4. **How many individuals has your district hired this year in the following categories? (estimate only in numbers or as a percentage):**
(The staff development persons surveyed had little information to share in this area)

   a. **Non-education graduates with a temporary certificate (as opposed to education majors working with a temporary certificate until completion of the beginning teacher program or passing the Florida Teacher Certification Exam)**

      - Four districts - 0
      - Three districts - 9-10%
      - Eight districts - very few, 1-2%, 1-2 teachers

   b. **Adjunct instructors** - 0

   c. **Visiting school scholars** - 0

d. **Substitutes who are "covering classes" indefinitely until a certificated individual is available**

- Ten districts - 0 (conflict with union hiring contracts)
- One district - English (minor, got temporary certificate and hired out-of-field)
- One district - 15-20 in special education until certificated or until temporary certificated persons were located
- One district (large) - 4-5 times when teachers leave, etc.
- One district - 2 (guidance/drop-out program)
- One district - until the FTE was determined, and a teacher was hired

5. **What changes if any would encourage your district to participate in the Alternate Certification Program?**

a. **Increased funds**

- Eleven districts - yes
- Three districts - probably or not sure
- Two districts - didn't know
- Six districts - personnel resources are more scarce than money
- One district - training needed for planning/implementing
- Four districts - decision to not implement is based solely on need for teachers and current supply is adequate

b. **Delivery of instruction by colleges of education**

- Twelve districts - yes
- Three districts - probably, think so
- Three districts - no (have colleges near by, use TEC funds)
- One district - would rather have stipends for qualified district or local trainers

c. **Availability of training for participants prior to full-time teaching**

- 13 districts - yes, however, sometimes these persons are hired at the last minute so there is no time for prior training. Also, some districts felt that these persons would have to be reimbursed for their time in training similar to Summer Inservice Institutes.

- Six districts - maybe, it depends on the individual being hired

General Comments from the 19 Districts Surveyed

- This program, as it is, does not accomplish any more than the regular course-by-course route leading to regular certification.

- The Alternate Certification Program takes training hours away from the Beginning Teacher Program and Teacher Education Centers.

- Districts have not been adequately informed about the Alternate Certification Program and how it works and were not provided adequate time to implement the program. There was a feeling that male recruits (especially ex-military) become discouraged when they must take 15 additional college hours plus an internship and that perhaps this program would attract teachers because they could become certified in one year. It was also suggested that with planning, this program might be beneficial for recruiting minorities, especially those making a career change (i.e., from military).

- One county has an intensive assistance program for new or temporary certificated teachers which they feel is superior to the Alternate Certification Program because the teachers work toward full certification.

- Districts would like more structure for participant training, with cooperative training from universities, and increased funding to cover costs.

- Several districts suggested reimbursements for participants to cover training costs.

FINDINGS AND CONCLUSIONS

1. State Board Rule 6A-5.0752, FAC requires intensive training, "prior to the start of the school year". However, little, if any training is being completed at that time. Typically, alternate certification participants are hired late in the year or mid-term. School districts have, therefore, found it impractical to deliver the training before full time teaching begins.

2. Although the statute (Section 231.172, F.S.) establishing the alternate certification program specifically declares that the particular purpose of the program is to attract teachers in the areas of critical shortage, this language is not present in the State Board Rule (6A-5.0752). Furthermore, completers and current participants in the program are not concentrated in the critical teacher shortage areas: they represent a wide range of academic subjects. It appears that when the program was utilized, it addressed teacher shortages unique to the particular school district.

3. School districts apparently are not reporting to the Department of Education complete data on all components required in State Board of Education Rule 6A-5.0752(4)(b), FAC. The lack of these data will make it difficult for the Department to conduct the comprehensive evaluation called for in the statute and rule.

4. Current monitoring procedures employed by the Department may not be sufficient to ensure that all candidates in the alternate certification program meet statutory requirements for participation, including infield teaching assignments, or that districts are delivering the training in the manner specified in their approved plans.

5. The reasons why more districts are not utilizing the program include:

   a) Many districts find it unfeasible to develop and implement a program for the very small number of teachers who will qualify to participate.

   b) Districts can employ the same individuals (college graduates who are non-education majors) on a temporary certificate. It is then the individual's responsibility to obtain six credit hours annually toward full certification in order to qualify for an additional temporary certificate and continued employment. Time and energy which would be required of district personnel to develop and implement the alternate certification program can then be directed to other purposes.

   c) Information about the program is not consistently and widely disseminated to non-participating districts.

   d) Some districts are not experiencing difficulty filling positions with certificated teachers.

6. There is currently more interest in the alternate certification program from prospective teachers than there are positions available in school districts with approved plans. The state's promotional campaign of the alternate certification program generates many inquiries from individuals who do not understand that employment in a participating district is a prerequisite to entry in the alternate certification program.

7. The eligibility requirements for participation in the alternate certification program have proven to be selective. The implementing school districts reported that most of those non-education majors already teaching in the school district under a temporary certificate did not qualify for participation in the program. The requirements for a 2.75 grade point average and 30 hours in the major field barred many from participation. It was the consensus of the district coordinators, however, that these standards should remain in place.

In summary, the Commission found that those school districts that have participated in the alternate certification program expressed positive experiences. The district coordinators reported that the alternative-route teachers were enthusiastic, motivated, had excellent backgrounds in the content, and, in the coordinators' opinion, performed at least as well as other first year teachers. These districts intend to continue participation in the program and offered very few recommendations for changes.

The Commission also concluded, however, that it is not likely that participation in the alternate certification program will expand to any considerable extent as long as temporary certificates continue to be a readily available option and as long as the design and implementation of the training component remains a district responsibility. Because relatively few of those non-education graduates employed by school districts qualify for participation and those individuals may obtain a regular professional certificate by taking the required college courses, the alternate certification program does not attract the high levels of participation in Florida that it does in other states. In New Jersey, for example, the provisional teacher program is the only means by which a non-education graduate may obtain a regular teaching certificate (except in some areas of exceptional student and vocational education). Furthermore, the responsibility of developing a preservice teacher training program is judged to be too burdensome for many school districts, particularly small districts or those which are not within commuting distance of a teacher training institution. The Commission also urges school districts to report and the Department to collect all data components as identified in legislation implementing the alternate certification program.

RECOMMENDATIONS

First, the Commission wishes to commend those institutions of higher education in Florida which have taken the initiative and provided leadership in the collaborative design and implementation of alternative certification and teacher preparation programs. Secondly, the Commission commends the Legislature on its commitment to the alternate certification program by providing funds to school districts which participate in the program to subsidize the cost of training. This funding of Florida's program is a definite strength, provides incentive for participation, and helps to ensure quality training experiences.

Based on its assessment of the alternate certification program, the Commission offers the following recommendations and urges the Legislature, the State Board of Education, the Department of Education, institutions of higher education, and school districts to consider their full implementation.

RECOMMENDATION 1: The Department of Education should support the development and dissemination of a short (3-5 hour) training component for the purpose of orienting teachers with little or no professional preparation to the survival skills needed before beginning their teaching assignments. The package, a temporary intervention device, would be developed for use by alternate certification program participants as well as those teachers hired to teach under a temporary certificate who do not qualify to participate in the alternate certification program. This training component would not supplant any other required or prescribed training activity.

RATIONALE: There is evidence in the Postsecondary Education Planning Commission's recommendation for the alternate certification program that the intent was to require that training be completed prior to assigning teaching duties, but this has not been the case in program implementation statewide. Based on the data presented in this report (see page 23), it may be estimated that 5,000-6,000 of Florida's teachers have little or no professional training in education. Without a single exception, the alternate certification program coordinators and program completers interviewed indicated that some training, however minimal, is essential to these individuals prior to facing a classroom for the first time.

Persons without professional preparation are more likely to be hired late in the year with little time for training, therefore, an independent study format for training would be desirable. The kind of training provided in this manner should focus on basic survival strategies for the first few weeks of teaching. The importance of and opportunities for additional training should be stressed.

RECOMMENDATION 2: The Department of Education should allocate the resources necessary to collect all data components specified in State Board of Education Rule 6A-5.0752(4)(b), FAC in preparation for the June, 1990 comprehensive evaluation called for in the statute.

RATIONALE: As reported in the findings section of this report, many of the data elements specified in the rule and statute are not systematically reported to the Department by participating school districts. The absence of these elements is certain to adversely affect the validity and reliability of any future evaluation. Thorough, complete records and comparable longitudinal data on alternate certification teachers must be collected now before attrition and mobility make these data impossible to collect.

RECOMMENDATION 3: State Board of Education Rule 6A-5.0752 should be amended to assign the responsibility for providing the required 90-hour training component to approved programs of teacher education by contract with school districts. Furthermore, this instructional sequence, which is based on the unique needs of beginning teachers with little or no professional preparation, should also be available for credit to other teachers employed by school districts who are non-education graduates holding temporary certificates.

RATIONALE: John Goodlad, the author of the landmark study of American Schooling, A Place Called School, recently noted, "People in the schools...don't have time to be reflective. The universities have the time, but they don't have a sense of the problems that are going on in the schools". Dr. Goodlad concluded that meaningful school reform could only be effected by colleges and universities working together with school practitioners in several critical areas, including teacher training. The research capabilities of higher education and the resident expertise in colleges of education should be utilized in all aspects of teacher training. The Legislature has recognized these assets in forging the partnership between teacher education programs and school districts in Florida's Teacher Education Centers. The same rationale should apply to the alternate certification program.

In interviews conducted for this study, eight of the eleven school district coordinators with approved alternate certification programs favored delivery of the instructional component by teacher education institutions. Of those 19 districts surveyed who were not participating in the program, 12 said they would participate if colleges offered the training. State policy should clearly reflect that the responsibility for preservice teacher training resides with the state's approved teacher education programs, rather than with school districts.

RECOMMENDATION 4: Legislation on temporary teaching certificates should be amended to require all holders of the new two-year, non-renewable certificate to obtain at least six semester hours of credit in the general methods area by completing the training sequence for participants in alternate certification described in Recommendation 3. This training must be completed prior to employment for a second year.

RATIONALE: The intensive training in classroom management, student evaluation techniques and instructional strategies required in the alternate certification program is consistent with research identifying the essential competencies for beginning teachers. As documented in this report, however (see page 23), many more teachers without preparation in education enter Florida's classrooms outside the alternate certification program and obtain

regular certificates taking courses which may not be relevant to their needs as beginning teachers. The Commission believes that students would be better served if all temporary certificate teachers with little or no prior background in education receive training directed to their unique needs as beginning teachers.

RECOMMENDATION 5: The Legislature should fund colleges of education to develop alternative teacher preparation programs which meet the following criteria:

a. Selective admission standards which are equivalent to those required for conventional teacher education programs;

b. Curriculum that includes training in the essential competencies for beginning teachers;

c. A supervised internship; and

d. An examination that assures competency in the subject field and professional studies.

RATIONALE: There is greater interest in the alternate certification program by potential teachers than there are participating districts and available positions. This potential source of new teachers could be better tapped if institutions of higher education offered alternative teacher preparation programs. Colleges have consistently devoted all available resources toward strengthening the training of teachers in the conventional teacher education programs. It would appear that additional resources must be provided to support the development and implementation of alternative programs of teacher preparation.

RECOMMENDATION 6: The Department of Education should implement monitoring procedures to ensure that all candidates in the alternate certification program meet the requirements of statute and rule for participation in the program, and that they receive the training and other support services approved in the district's plan.

RATIONALE: Teacher certification is a means of protecting the public interest and insuring that individuals who are employed to teach are safe to practice. In the case of alternate certification, when a regular professional certificate is obtained in one rather than three years, close monitoring becomes even more important as a safeguard for quality. Several other states with alternate certification programs have assigned control for certifying the qualifications of individual participants at the state level, which may be advisable in Florida as well.

RECOMMENDATION 7: The Board of Regents and the leadership in all institutions of higher education should develop programs in the colleges of arts and sciences to inform and encourage arts and science majors to take coursework leading to teacher certification during their undergraduate study.

RATIONALE: The Council of Presidents of the state universities made several recommendations, both internal and external, to increase the supply of public school teachers. Among them were noted the need for staff in the colleges of arts and sciences to advise students planning to become teachers and for campus-based teacher recruitment programs (State University System, 1987).

In testimony before the Education Standards Commission, Dr. Pat Hayward, Director of the Office of Sciences and Mathematics Teaching, College of Arts and Sciences at Florida State University, stated that the arts and sciences graduates whom she advises are reluctant to participate in the alternate certification program because of the low level of training provided before teaching (Note 14). It is also clear from Dr. Hayward's experience that many juniors and seniors in the college would consider preparation for teaching if encouraged to do so. The program developed at this institution, which makes it possible for arts and sciences students to obtain teaching credentials in a minimum amount of time, warrants replication throughout the state.

RECOMMENDATION 8: Colleges of education should include courses designed to meet the needs of alternate certification teachers when continuing their professional development.

RATIONALE: Of the nine teachers interviewed who had completed the alternate certification program, six indicated an interest in graduate study in education. Under the current system of district-based training, these individuals will be applying to graduate study with few, if any, undergraduate hours in education. They are likely, however, to remain employed in the teaching profession; therefore, it is imperative that institutions of higher education give consideration to their special case and accommodate their need for continued professional development through graduate study.

RECOMMENDATION 9: The Legislature should clarify its intent with regard to participation in the program by arts and sciences graduates with advanced degrees.

RATIONALE: The wording of both the statute and rule specify eligibility criteria of a bachelor's degree with a major in the secondary subject field. At least one school district has refused participation to a candidate who possessed a master's degree but not a bachelor's degree in the subject field. While it would seem logical that holders of advanced degrees in the appropriate field would also qualify for the program, this point needs to be clarified. Additionally, the grade point average requirement as it relates to graduate degree holders would also need clarification.

RECOMMENDATION 10: School districts that participate in the alternate certification program are encouraged to go beyond the minimum legal requirements and develop, in collaboration with approved programs of teacher education, a program that meets the AACTE or other acceptable criteria for an alternative teacher preparation program.

RATIONALE: There remains strong evidence in the literature that teacher preparation is positively correlated with teacher effectiveness (Greenberg, 1983). Furthermore, in public hearings held by PEPC on their recommendation for an alternate certification program, testimony did not question the value of or need for some pedagogical training (Note 15).

Florida's alternate certification program requires 90 hours of training, which is roughly equivalent to six college credit semester hours. Certification regulations require 20 hours of college credit in educational foundations, general and special methods of teaching and practical experience in addition to specialization requirements. While the 90 hour training component appears to be valuable, it is inconceivable that this training can include the depth of knowledge and wide range of topics necessary to prepare one for a career in public education. When and where the supply of professionally trained and fully certificated teachers is insufficient to meet the demand, the Commission exhorts school districts and teacher education institutions to jointly develop training programs that are thorough and comprehensive and that meet all current requirements for certification.

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